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# **FINAL REPORT TO USAID**

For the period  
20th December 1997 to 20th March 1999

Emergency preparedness and rehabilitation activities  
in south Sudan

**Save the Children, UK**  
south Sudan programme

# Final report

## 1 Executive summary

<b>Organisation</b>	Save the Children, UK	<b>Date</b>	10th May 1999
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<b>Programme title</b>	Emergency preparedness and rehabilitation activities
<b>Country/region</b>	South Sudan, Bahr el Ghazal, Upper Nile and Jonglei
<b>Disaster/hazard</b>	Chronic complex emergency
<b>Time covered by this report</b>	20th December 1997 to 20th March 1999
<b>USAID grant reference</b>	AOT-G-98-00025-00
<b>SCF grant reference</b>	USAID\1507\1781

The original funding period of this grant was for twelve months from 20th December 1997. However, a no cost extension and budget revision was approved by USAID following the submission of the interim report, giving a new completion date of 20th March 1999.

The intended goal of this intervention was to contribute to the overarching programme strategy of seeking to strengthen the capacity of communities to respond to additional shocks to their coping systems. This was to be done directly and reactively through the provision of relief items to those communities in greatest need, and in a more proactive manner through providing seeking to stimulate the reactivation of local trade initiatives.

**Objective 1** Through the provision of essential basic relief items, to provide a rapid response to emergency needs among people made vulnerable by civil war.

**Indicator and current measure** Success of distribution, monitoring of the status of the target communities and a determination as to whether or not their condition and access to basic resources has increased sufficiently to enhance their chances of survival.

**Resources**

Original budget for objective 1	\$ 260,817		
Revised budget for objective 1	\$ 260,817	Expended this period	\$ 427,555
Cumulative expenditure to date	\$ 427,555	Balance	- \$ 166,738

**Objective 2** To facilitate economic recovery and stimulate trade in more stable areas of southern Sudan through the provision of support to a community trade initiative

**Indicator and current measure** Level of response to the provision of items on sale, analysis of who is buying the items and what this means in terms of their access to relief items, analysis of what items are important and the impact on this of seasonality and relief distributions

**Resources**

Original budget for objective 2	\$ 204,144		
Revised budget for objective 2	\$ 204,144	Expended this period	\$ 20,535
Cumulative expenditure to date	\$ 20,535	Balance	\$ 183,609

Save the Children's programme in south Sudan seeks to strengthen the capacity of communities so as to assist them in responding to additional shocks to the coping mechanisms that they have developed in order to survive the chronic emergency situation that has pervaded southern Sudan for all but eleven years since its independence in 1956. We feel that this is best achieved through seeking to support the food security and social cohesion of communities.

Our response to food security issues covers complementary projects in livestock, the supply of fishing equipment, and the distribution of seeds and tools. Additionally, through the secondment of a unit manager and other staff to the Food Economy Assessment Unit (FEAU) within WFP, we seek to gain better information about the food needs of communities in south Sudan and provide information on how food aid might best be targeted to these groups.

Through the distribution of emergency relief items and community survival kits, the programme seeks to bolster the resource base of communities, and provide people with additional options to develop strategies that will allow them to deal with shocks to their existing coping mechanisms. These distributions form part of our on going attempts to enhance people's resource base and as a response to rapid onset acute emergencies.

Our longer terms projects include support to basic education, the development of protected water sources and the community trade initiative through which we seek to stimulate local trade. We are also developing linkages between the different projects to address issues of child protection, and in the coming year we will be seeking to initiate activities in public health care and hygiene.

The basis of this approach to programming is the belief that unless a community is stable and able to ensure its means of production, then the needs and rights of children cannot be met.

The programme's geographic focus has been on areas of southern Sudan that have previously been underserved by the OLS response - Wau, Gogrial and Aweil East Counties in northern Bahr el Ghazal, Phou and Bieh States in Upper Nile, and north Bor County in Jonglei. The total population of these areas has been estimated at approximately two and a half million people.

The goal of this intervention was to provide the programme with the capacity to respond to acute emergency needs and, in those areas where it was sufficiently calm, to continue the programme's strategy of seeking to stimulate and support local trade initiatives. The acute crisis that affected much of south Sudan, particularly Bahr el Ghazal, throughout much of 1998 meant that the second of these two goals was accorded far less attention than would otherwise have been the case. It also resulted in the request that was made, and agreed to by USAID, that much of the funding that had been earmarked for the community trade initiative was diverted towards the provision of additional

emergency relief items

### **3 Programme performance**

#### **3.1 Emergency responsiveness**

In January 1998, following fighting between government of Sudan troops and forces under Kerubino Kwanyon Bol, more than 100,000 displaced themselves from the government-held towns of Aweil, Wau and Gogrial and moved into rural Bahr el Ghazal

The impact of this displacement, coming as it did in an area with few remaining resources and limited potential coping mechanisms, fundamentally undermined the food security of many host communities and exacerbated the strains that already existed within people's food security strategies. The government-imposed flight restrictions in February and March exacerbated this situation and caused further internal displacement of people seeking food aid. This combination of events contributed to the over-concentration of people in certain areas and resulted in incidents of acute food deficit and malnutrition.

This over-concentration of people in certain areas placed an insupportable strain on the available resources and had an enormous impact on our planned project implementation.

Although Bahr el Ghazal was the worst affected region of a country devastated by the ongoing civil war, Upper Nile, South Darfur, Eastern Equatoria, Blue Nile, the Lakes, and the Nuba Mountains have all been severely affected. At the height of this year's food insecurity it was estimated that more than one million people were prone to malnutrition and disease, and were in urgent need of humanitarian assistance.

In the other areas in which Save the Children operates, things were little better. In Upper Nile, the combination of intense internecine conflict, particularly between the Lou and Gawaar Nuer, internal conflict, changing allegiances and general lawlessness throughout much of the year, had an enormous effect on many communities. The military insecurity caused considerable displacement and resulted in heightened food insecurity.

Extensive flooding across Bor County resulted in the displacement of communities and required considerable response from the programme.

The first objective of this project was to provide a rapid response to emergency needs among people made vulnerable by civil war, an objective that was particularly challenged by the events of 1998.

Many of the people displaced from the government-held towns fled to areas they had previously abandoned as a result of earlier raiding by Kerubino's troops. Having left the towns with few possessions, many of these people were reliant upon kinship support to survive. In giving the little

that they had many people in the host communities depleted their meagre assets and with the additional strain of the displaced on the alternative sources of food (such as the wild foods) the fragile food economy of the area deteriorated sharply

In response to the deteriorating situation in Bahr el Ghazal, OLS agencies established an Emergency Response Team of which Save the Children was a part. In delegating key responsibilities to the various agencies, Save the Children was asked to take the lead within OLS in co-ordinating the non-food, non-medical response to the affected populations.

In the first quarter of 1999, extensive raiding by the PDF (militia who move south with the rains supplying the government-held towns in Bahr el Ghazal) resulted in considerable loss of life, the abduction of large numbers of people and animals, and the temporary displacement of many people.

Although the situation has generally been significantly better in the first half of 1999 than it in the corresponding period of 1998, the apparent recovery is very superficial and any significant shock caused by displacement or poor harvests could see a rapid deterioration in the general condition of communities.

This grant offered a significant contribution to our overall emergency relief response, contributing to the wider response to the acute emergency needs. In distributing the relief goods we focused on four basic items: blankets for warmth and clothing, particularly during the rainy season; tarpaulins to provide shelter; mosquito nets to reduce the incidence of malaria, prevalent during the rainy season; and protect against illnesses transmitted by other insects; cooking pots to allow people, particularly the displaced, to prepare the food that they received in the general rations from WFP.

The distribution of these basic household items was particularly important due to the fact that many of the displaced were forced to flee their homes with little warning and, as a result, many of them had no material possessions, and were moving into communities that were already overstretched and stripped of many of their resources.

During the course of the funding period the following distributions were carried out

Location	Blankets	Mosquito nets	Tarpaulins	Sufurias	Beneficiaries
<b>Bahr el Ghazal</b>					
Mapel	3 430	7 277	386	546	Beneficiaries of these relief items were primarily those displaced in the dual waves of internal migration that of the first half of 1998 as a result of by the fighting in Wau Aweil and Gogrial in January and the internal voluntary displacement of people in search of food later in the year The second response was to the people affected by PDF raiding at the beginning of 1999  The main exception to this is the small distribution of blankets to the MSF Belgium feeding centre in Mapel in early 1998
Mapel store	1 425	561	-	643	
Mapel MSF	100	-	-	-	
Achongchong	2 103	94	279	354	
Akuem	900	1 146	-	-	
Ajrep	2 075	770	471	352	
Pakor	1 125	500	-	-	
Adet	1 222	418	-	-	
Akon	568	4 122	265	740	
Panthou	560	297	261	369	
Madhol	572	228	261	368	
Alek	897	156	417	585	
Malual Baai	561	97	260	368	
Ajak	560	-	74	-	
Panhiet	449	-	209	-	
Bararud	900	391	410	575	
Akak	-	750	-	-	
	Blankets	Mosquito nets	Tarpaulins	Sufurias	Beneficiaries
<b>Bor County</b>					
Kolmerek	500	1 550		-	Returnees
Pakuor	350	1 177		-	Returnees and local fishermen
Paluer		50			Returnees
Panyagor		140			Returnees
Padak		250			Flood victims
<b>Upper Nile</b>					
Chuil	675		-		In most cases the beneficiaries of these distributions were returnees to areas or in some cases people who were displaced by internal conflicts between the different Nuer groups particularly that between the Lou and Gawaar
Paguir	1 200	1 760		875	
Old Fangak	200	200	500		
Old Fangak store	700	-	-	-	
Walgak	875	150	-	-	
Juarbor	-	2 030	187	900	
Lankien	200	500	-	-	
Pieri	825	-	-	875	
Pajut	550	-	-	-	
Haat	375	380	-	300	
Kaikumy	-	263	-	-	
Tangyang	-	1 060	180	650	Landmine victims



Ayod	3	-		-	
Lokichoggio			320	1 400	Scheduled for distribution
<b>Total</b>	<b>23 900</b>	<b>26,317</b>	<b>4 480</b>	<b>9,900</b>	

## 3 2 Support to a community trade initiative

### 3 2 1 Objective background

The second objective of this project was to facilitate economic recovery in more stable areas through a community trade initiative. As indicated above, the acute food insecurity in Bahr el Ghazal meant that this was not a priority and it was agreed that most of the money under this budget would be transferred to objective one - the provision of emergency relief items to communities affected by the ongoing civil war. However, as attempts were being made to establish the initiative in Panyagor (north Bor County) \$ 5,000 of the budget was held for the purchase and delivery of items identified by the local community.

Despite extensive flooding, Bor County remained relatively stable throughout 1998 and offered the opportunity to establish a community trade initiative in a slightly different manner to that which had previously been employed in Bahr el Ghazal. Among the objectives of the initiative were that it

- Provided access to useful manufactured goods which are generally not available
- Provided an alternative to free distributions for those who can afford to pay
- Encouraged the circulation of currency within a local economy. It is anticipated that this will stimulate an absolute increase in the amount trading carried out in the area.
- Helped maintain the dignity of communities who wish to maintain their self reliance
- Was a means of building local capacity to make decisions and manage small projects
- Was valued by communities for the projects which are developed from the proceeds

### 3 2 2 Development of objective planning

In response to the fact that the extensive flooding drastically reduced the people's mobility and hence the possibility of traders moving with items for trade over long distances, it was decided that we would establish a centre from which the items could be sold. This is contrary to the initial plan of setting up a small number of entrepreneurs with a loan in the form of items to be sold, and that they would join the growing number of traders moving between Bor and Uganda. The loans would have been given only with the recommendation of the prospective trader's *alama* (sub-chief) and some form of security (eg a goat), would have guaranteed the loan. The *alama*, in effect, would have become the banker. The idea behind this was that once external funding for this intervention ceased, then at least we would have encouraged the local market to expand to fill the gap.

It was also decided that only hard currency (in the form of Kenyan shillings) would be taken for the purchase of items. It is hoped that this approach will provide commodities not currently available in the local market and, through the enhanced circulation of hard currency, encourage more external trade links, particularly from west of the Nile.

The decision to approach the community trade initiative in this manner was arrived at following meetings with the civil administration for Bor County, in August 1998 and was taken on board for a number of reasons:

The relative inconvertibility of the Sudanese pound has meant that it has proven difficult to effectively utilise and circulate money collected through cost recovery schemes such as that which exists within the veterinary sector. It was felt that by accessing the Kenyan shillings that are in the area, the chances of stimulating further trade would be greater.

In the long term, the aim of the project is to start getting foreign exchange circulating in Bor County, and to move the economy in the direction of Eastern Equatoria. We would presume that if hard currency starts being used, it will encourage more traders to make their way to Bor County, which currently is a long and hard route to follow, with little reward at the end.

The 'bush shop' has been established in Panyagor as a simple retail outlet. A storekeeper has been appointed and is paid a percentage of the sales in exchange for his work. The money raised through the sale of items is periodically returned to the programme staff and used to purchase more items. In the initial period, only a few relatively inexpensive, light, highly desirable commodities (as identified by the local community) have been on sale. These items include jerry cans, cooking pot, mosquito cloth, soap, sugar, tea, salt, fishing hook and twine, and dancing shorts. These latter are important for men in traditional dancing and are not readily available in markets. They were specifically requested to form part of the bush shop stock. As the initiative continues we anticipate adding washing powder, slippers and *jorsey* (sheets of brightly coloured synthetic material widely used by women for clothing).

It is important to note that we are not aiming to reach the most vulnerable with this intervention as their needs are met through the delivery of relief items. This intervention targets those people who have access to hard currency and are willing to spend it to access items that are not easily available to them. It is hoped that in establishing a market and encouraging the increased circulation of money, we may catalyse increased trade in the area.

### **3.2.3 Impact of intervention**

The following table shows the number of items sold and the revenue accrued in March 1999, the first month of trading.

Item	Unit	Number	Sold	Revenue, KSh
Jerry cans	pieces	150	116	16,240
Soap	bars	1,250	613	27,585
Sugar	kg	500	485	26 675
Tea	500g pkt	250	51 2	8,960
Salt	kg	2 240	2 211	22,110
21 ply fishing twine	spools	250	0	0
No 6 hooks	pieces	24 500	0	0
Sufurias	pieces	100	0	0
Mosquito cloth	pieces	200	0	0
Dancing shorts	pieces	204	0	0
<b>Total</b>				<b>101,570</b>

The dancing shorts arrived late and this accounts for the lack of sales indicated in the table above. We have assumed that the reason that some of the other items have not sold is due to an abundant free supply of those items from relief interventions. Our field officers working in Bor County are looking into this issue.

Our intention is to persevere with this intervention and seek to stimulate trade. It is anticipated that as the situation stabilises in Bahr el Ghazal, it will be possible to reopen discussions with the communities there into how best to take this community trade initiative forward. What is evident is that no one approach is suitable for every location at all times and we will be considering various options (including changing the approach that we are currently adopting in Bor County) in order to take this initiative forward.